

SELECT COMMITTEE
ON PUBLIC EDUCATION
Senate Concurrent Resolution 22

WILLIAM P. HOBBY, CHAIRMAN
LIEUTENANT GOVERNOR OF TEXAS

BILL CLAYTON, VICE CHAIRMAN
SPEAKER OF THE HOUSE OF REPRESENTATIVES

SENATOR OSCAR MAUZY, CHAIRMAN
SUBCOMMITTEE ON EDUCATIONAL PERSONNEL

Submitted to the Sixty-Eighth Legislature
November 1982

Report and Recommendations

**SELECT COMMITTEE ON PUBLIC EDUCATION
Senate Concurrent Resolution 22**

Educational Personnel



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**Submitted to the Sixty-Eighth Legislature
November 1982**

**The State of Texas
Sixty-Seventh Legislature
First Called Session**

SENATE CONCURRENT RESOLUTION 22

Establishing the Select Committee on Public Education to study and make recommendations of methods to provide quality public education.

WHEREAS, High quality education for the citizens of Texas is a vital public concern, and a major portion of the state's total budget is appropriated for education; and

WHEREAS, The education system will be undergoing important changes as a result of recent major policy decisions in such areas as curriculum reform, bilingual education, and requirements relating to teacher competency; and

WHEREAS, Additional decisions may need to be made, particularly concerning financial matters, following the outcome of current litigation and the proposed reduction in federal funds and considering the growth of the permanent school fund; and

WHEREAS, Local independent school districts need to reevaluate their current programs in light of the statewide assessment results, and many districts face continuing difficulty in financing capital expenditures; and

WHEREAS, The legislature indicated its continuing concern and need for additional information about education matters during the Regular Session of the 67th Legislature by authorizing interim studies of educational costs and of vocational education; and

WHEREAS, These important and widespread changes, along with continuing general property tax concerns, create a need for leadership and for a forum for cooperation and communication relating to public education in Texas; now, therefore, be it

RESOLVED by the Senate of the State of Texas, the House of Representatives concurring, that the 67th Legislature, 1st Called Session, hereby establish a special committee to study the issues and concerns relating to public education in Texas, including curriculum reform, bilingual education, requirements relating to teacher com-

petency, and alternative methods of financing; and, be it further

RESOLVED, That the committee be composed of 18 members, including the lieutenant governor, chairman; the speaker of the house of representatives, vice-chairman; the chairman of the Senate Committee on Education; four other members of the senate, to be appointed by the lieutenant governor; the chairman of the House Committee on Public Education; four other members of the house, to be appointed by the speaker of the house; the chairman of the State Board of Education; two other members of the State Board of Education, to be appointed by the chairman of that board; the chairman of the Governor's Advisory Committee on Public Education; and two other members of the Governor's Advisory Committee on Public Education, to be appointed by the governor; the chairman shall appoint advisory committees, as necessary, and the committee shall hold meetings and public hearings at the call of the chairman; and, be it further

RESOLVED, That the Central Education Agency be authorized to provide an executive director and staff support for the committee to assist with the conduct of the study; and, be it further

RESOLVED, That the committee have the power to issue process to witnesses at any place in the State of Texas, to compel the attendance of such witnesses, and to compel the production of all books, records, documents, and instruments that the committee may require; if necessary to obtain compliance with subpoenas and other process, the committee shall have the power to issue writs of attachment; all process issued by the committee may be addressed to and served by any peace officer of the State of Texas or any of its political subdivisions; the chairman shall issue, in the name of the committee, such subpoenas and other process as the committee may direct; in the event that the chairman is absent, the vice-chairman or any designee of the chairman is authorized to issue subpoenas or any other process in the same manner as the chairman; witnesses attending proceedings of the committee under process shall be allowed the same mileage and per diem as are allowed

witnesses before any grand jury in the state. The testimony given at any hearing conducted pursuant to this resolution shall be given under oath subject to the penalties of perjury; and, be it further

RESOLVED, That the committee be authorized to request the assistance, where needed in the discharge of its duties, of all state agencies, departments, and offices, and that it be the duty of such agencies, departments, and offices to assist the committee when requested to do so; the committee shall have the power to inspect the records, documents, and files of every agency, department, and office of the state, to the extent necessary to the discharge of its duties within the area of its jurisdiction; and be it further

RESOLVED, That the operating expenses of the committee be paid from the Contingent Expense Fund of the Senate and the Contingent Expense Fund of the House, equally, and that the committee members be reimbursed from these funds for their actual expenses incurred in carrying out the provisions of this resolution; and, be it further

RESOLVED, That the committee make complete reports, including findings, recommendations, and drafts of any legislation deemed necessary, to the legislature as necessary and appropriate; copies of the reports shall be filed in the Legislative Reference Library, with the Texas Legislative Council, with the Secretary of the Senate, and with the Chief Clerk of the House.

ATTEST:

W.P. Clements, Jr.

WILLIAM P. CLEMENTS, JR.
Governor of Texas

W.P. Hobby

WILLIAM P. HOBBY
Lieutenant Governor of Texas

Bill Clayton

BILL CLAYTON
Speaker of the House of Representatives

Betty King

BETTY KING
Secretary of the Senate

Betty Murray

BETTY MURRAY
Chief Clerk of the House

Date Passed: August 10, 1981



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Cis Myers
Executive Director

December 20, 1982

To the Honorable Governor of Texas
and Members of the 68th Legislature

I am pleased to submit the Report and Recommendations of the Subcommittee on Educational Personnel. The subcommittee was part of the Select Committee on Public Education, authorized by Senate Concurrent Resolution 22 in the 67th Legislature to study the issues and concerns relating to public education in Texas.

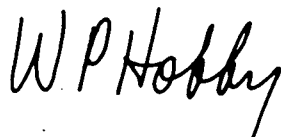
The subcommittee was composed of the Honorable Oscar Mauzy, Senator, Linus Wright, Superintendent, Dallas Independent School District, and the Honorable E. R. Gregg, Jr., member, State Board of Education. Among issues studied by the subcommittee were current and projected teacher shortages in Texas public schools and the recruitment, hiring and retention of qualified educational personnel.

The Edit and Review Subcommittee met on the morning of October 15, 1982, and adopted the subcommittee's report and recommendations, as amended. The full Select Committee on Public Education adopted the report, as amended by the Edit and Review Subcommittee, on October 15.

It should be noted that there are no costs attached to the conceptual recommendations in terms of the salary schedule. Specific salary decisions are considered through the general appropriations process. It is important that the Legislature, in considering fiscal implications for teacher salaries, consider the concepts that the subcommittee has recommended.

I believe that the recommendations in this report address concerns that will enable the state's school districts to recruit, hire and retain qualified educational personnel, thereby improving the public education system.

Respectfully submitted



William P. Hobby, Chairman
Select Committee on Public Education



Subcommittee for Educational Personnel

Subcommittee Members

The Honorable Oscar Mauzy, Chairman
State Senator
Dallas, Texas

Mr. E. R. (Bob) Gregg, Member
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Cis Myers
Executive Director

October 15, 1982

The Honorable William P. Hobby, Chairman
Edit and Review Subcommittee

The Honorable Joe Kelly Butler, Vice Chairman
Edit and Review Subcommittee

Dear Governor Hobby and Mr. Butler:

I am pleased to submit the Report and Recommendations of the Subcommittee on Educational Personnel.

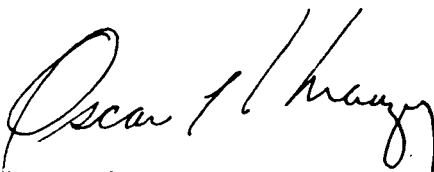
The subcommittee gave considerable attention to recruitment, hiring and retention of qualified educational personnel, especially with regard to current and projected classroom teacher shortages.

There were four public hearings held in Lubbock, Dallas, Houston and Austin to receive testimony regarding issues that concern educational personnel. This report reflects the concerns raised at those public hearings.

A committee of 22 advisers from business, public school education and higher education, and staff from the Texas Education Agency and other state departments helped research, compile and review data for this report. I believe that the report and recommendations offer a major step toward solving problems surrounding the quality and quantity of educational personnel in Texas public schools.

The subcommittee will be happy to provide further information on any of its recommendations.

Respectfully submitted,



Senator Oscar Mauzy, Chairman
Subcommittee on Educational Personnel



Table of Contents

| | |
|--|----|
| Introduction | 1 |
| The Perspectives | 2 |
| A. Approved Program Procedures | 2 |
| B. Population Trends | 5 |
| C. Staffing Patterns | 7 |
| D. Summary of Demand | 18 |
| Concern for Quality | 20 |
| A. Teacher Candidates | 20 |
| B. Teacher Morale | 22 |
| C. Salary | 23 |
| D. Benefits | 25 |
| Conclusion | 27 |
| Recommendations | 28 |
| Public Hearings and Surveys of Districts | 30 |
| Appendices | 31 |
| A. Teacher Certification | 31 |
| B. Basic Skills Test Required for Admission to Teacher Education Programs | 34 |
| C. Hearing Inquiries | 36 |
| D. Summary of Hearing Recommendations | 37 |
| E. Survey Questions and Recommendations | 40 |
| Bibliography | 42 |

Tables

| | | |
|----------|---|----|
| Table 1 | New Teachers in Texas: Statewide Supply, 1978-81, Independent Institutions | 3 |
| Table 2 | New Teachers in Texas: Statewide Supply, 1978-81, State-Supported Institutions | 4 |
| Table 3 | Projected Total Population: Texas | 5 |
| Table 4 | Composition of Texas Population by Ethnic Groups | 6 |
| Table 5 | State Populations, 1970-2000 | 6 |
| Table 6 | New Teachers in Texas, Statewide Supply by Texas Institutions, 1978-81 | 8 |
| Table 7 | Projected Student Populations and Full-Time Equivalent Staffing Needs, 1980-2001 | 9 |
| Table 8 | Texas Teacher Demand Indicators, 1976-1981 | 10 |
| Table 9 | Individuals Issued Texas Permits: Regular and Special Assignment Areas, 1976-1981 | 12 |
| Table 10 | Individuals Issued Texas Permits: Vocational Teaching Assignments, 1976-1981 | 13 |
| Table 11 | Individuals Issued Texas Permits: Emergency and Special Assignment Permits by Region, 1978-1981 | 14 |
| Table 12 | Texas Teacher Supply, 1976-1981 | 15 |
| Table 13 | Certified Teachers from Other States Issued Texas Provisional Teaching Certificates, 1980-81 | 16 |
| Table 14 | Survey of Additional Teacher Demand Factors | 17 |
| Table 15 | SAT Average Scores | 21 |
| Table 16 | A Summary of Teacher Education Majors by County of Origin in Texas Public Senior Colleges and Universities, Fall, 1980 | 22 |
| Table 17 | 1980-81 Salary Enrichment Percentages Count of Personnel Paid Above Minimum Salary | 24 |
| Table 18 | Texas/National Comparisons Average Salaries, 1980-81 | 25 |

Introduction

“The United States faces a crisis of enormous proportions—it will not go away.” These were the opening comments of Ernest Boyer, head of the Carnegie Foundation for the Advancement of Teaching and former U.S. Commissioner of Education, given in a February 1982 hearing before the House Postsecondary Education Subcommittee.

Boyer testified that there has been little selectivity when it comes to recruitment of future teachers. He suggested that teacher candidates often receive inadequate preparation and face an appalling lack of rewards once they become teachers. The former leader of public education in the United States concluded his testimony to the panel with a call for a national program to boost sagging teacher quality. He declared that “if we are not willing to say teaching matters, then in my view, we’ve turned our back on a whole generation.”

Low salaries, lack of professional prestige and growing job dissatisfaction seem to be progressively turning both good teachers and potential teachers away from the profession. In addition, numerous accounts of declining teacher competency, low scores of teacher candidates on standardized tests, lesser requirements for general education and basic skills mastery, allegations of lowered standards for teacher training institutions and somewhat outmoded professional training all contribute to the growing awareness that our greatest erosion of natural resources as a nation and in Texas may be, indeed, the education of our children.

Throughout the state of Texas, public policymakers, professional educators and citizens, individually and collectively, are becoming acutely concerned about the characteristics of those individuals who choose education as a career.

These concerns include:

- who teaches the children of Texas;
- how well prepared are they;
- do teachers receive adequate financial reward; and
- are positive contributions by educators being ignored or undeclared?

Stronger teacher certification standards, more rigorous training programs with greater accountability and mandatory internships are at the cutting edge in reforms for teacher education.

The Perspectives

Quality and Quantity: Who teaches the children of Texas and how well prepared are they?

The training of educational personnel in Texas is done by colleges and universities in approved teacher training programs.

A nationwide movement, under which colleges and universities recommend their graduates for certificates on the basis of completion of an approved program of study rather than a transcript analysis by the state agency, evolved with the creation in 1954 of the National Council for Accreditation of Teacher Education (NCATE), the national accrediting association for teacher preparation.

“Approved Program” Procedures

The concept of the “approved program” was developed in Texas after the enactment of 1955 legislation governing teacher education and certification. As part of the “approved program” procedure in Texas, the idea of a periodic review of institutions and programs by a team of professionals gained rapid acceptance. In Texas, the initial cycle of periodic team visits for state approval began in 1958 and is still continuing.

Under the “approved program” procedure, an institution applies for program and/or institutional approval or re-approval, within a framework of standards and requirements recommended by the Commission on Standards for the Teaching Profession and approved by the State Board of Education (Section 13.032, Texas Education Code). The application is reviewed by the staff of the Texas Education Agency for compliance with the standards, and ultimately a visiting team is sent to the campus to verify the conditions stated in the institution’s application of self-study. Operating under the State Board of Education rules, the results of the team visit are presented to the Commission on Standards for approval, re-approval or disapproval. Maximum time of approval or re-approval is a period of five years. Once approval is received by the institution from the Commission on Standards, the institution assumes the responsibility for admitting, regulating, monitoring and recommending for certification those individuals who meet all standards and complete all requirements.

The Commission on Standards for the Teaching Profession is currently working with the State Board of Education and the Texas Education Agency staff to implement plans for meeting current statutory mandates for:

- the development of a single set of comprehensive standards for teacher education (institutional and program standards);
- the recommendations of three classes of certificates, two of which are renewable; and
- the utilization of competency tests to be required for admission into a teacher education program and for certification after completion of an approved program.

The State Board of Education has adopted rules concerning three classes of certification (see Teacher Certification, Appendix A) and competency testing for teacher candidates (see Basic Skills Test Required for Admission to Teacher Education Programs, Appendix B). For further study, see the report by the Subcommittee on Legislative Implementation and Finance Formulas, December 1982.

For the past several years, the majority of Texas’ new teachers have been trained at some 63 approved teacher education institutions in the state. The approved teacher training institutions in the state vary in size, complexity and organizational nature from the large, state-supported university to the small, independent liberal arts college.

An analysis of the new teachers in Texas trained at the 63 approved institutions during the period of 1978-79 through 1980-81 indicates that 19.2 percent, or 5,274 of the 27,505 total new teachers were trained and certified by the 32 independent colleges and universities of the state. (See Table 1)

TABLE 1
New Teachers in Texas:
Statewide Supply, 1978-1981*
Independent Institutions
(7-1-78 through 6-30-81)

| Institution | 1978-79 | 1979-80 | 1980-81 | Institution | 1978-79 | 1979-80 | 1980-81 |
|-------------------------------|---------|---------|---------|------------------------------------|---------|---------|---------|
| 1. Abilene Christian U. | 176 | 172 | 165 | 17. Paul Quinn College | 16 | 22 | 21 |
| 2. Austin College** | 39 | 33 | 21 | 18. Southwestern Adventist College | 10 | 10 | 12 |
| 3. Baylor U. | 394 | 424 | 368 | 19. Southern Methodist U. | 98 | 73 | 81 |
| 4. Bishop College | 21 | 16 | 16 | 20. St. Edward's U. | 52 | 34 | 33 |
| 5. Dallas Baptist College | 31 | 31 | 44 | 21. St. Mary's U. | 36 | 47 | 42 |
| 6. East Texas Baptist College | 41 | 45 | 55 | 22. Southwestern U. | 32 | 40 | 49 |
| 7. Houston Baptist U. | 59 | 58 | 29 | 23. Texas College | 22 | 17 | 20 |
| 8. Howard Payne U. | 72 | 62 | 59 | 24. Texas Christian U. | 156 | 135 | 140 |
| 9. Hardin-Simmons U. | 78 | 77 | 54 | 25. Texas Lutheran College | 56 | 45 | 40 |
| 10. Huston-Tillotson College | 11 | 5 | 8 | 26. Trinity U. | 83 | 66 | 44 |
| 11. Incarnate Word College | 31 | 29 | 29 | 27. Texas Wesleyan College | 68 | 68 | 55 |
| 12. Jarvis Christian College | 14 | 15 | 18 | 28. University of Dallas | 12 | 6 | 15 |
| 13. Lubbock Christian College | 32 | 30 | 33 | 29. University of St. Thomas | 16 | 9 | 6 |
| 14. McMurry College | 65 | 52 | 48 | 30. Wayland Baptist U. | 30 | 24 | 27 |
| 15. Mary Hardin-Baylor U. | 92 | 69 | 72 | 31. Wiley College | 23 | 34 | 24 |
| 16. Our Lady of the Lake U. | 47 | 28 | 34 | 32. William Marsh Rice U. | 9 | 2 | 5 |
| | | | | TOTAL: | 1922 | 1778 | 1667 |

SOURCE: Teacher Certification File, Texas Education Agency

*Data do not include endorsements, additional certificates or teaching fields added to existing certificates.

**Provisional certificate issued with completion of master's degree.

TABLE 2
New Teachers in Texas:
Statewide Supply, 1978-1981*
State-Supported Institutions
(7-1-78 through 6-30-81)

| Institution | 1978-79 | 1979-80 | 1980-81 | Institution | 1978-79 | 1979-80 | 1980-81 |
|------------------------------|---------|---------|---------|-----------------------------------|---------|---------|---------|
| 1. Angelo State University | 219 | 217 | 197 | 17. Texas Southern U. | 100 | 98 | 68 |
| 2. Corpus Christi State U. | 101 | 117 | 99 | 18. Texas Tech U. | 520 | 495 | 469 |
| 3. East Texas State U. | 529 | 513 | 446 | 19. Texas Woman's U. | 192 | 194 | 141 |
| 4. Lamar University | 276 | 244 | 245 | 20. U. of Houston/Clear Lake City | 112 | 113 | 88 |
| 5. Laredo State U. | 103 | 94 | 92 | 21. Univ. of Houston | 298 | 180 | 228 |
| 6. Midwestern State U. | 116 | 104 | 93 | 22. Univ. of Houston/Victoria | 55 | 42 | 55 |
| 7. North Texas State U. | 583 | 547 | 426 | 23. Univ. of Texas/Arlington | 143 | 124 | 129 |
| 8. Pan American U. | 344 | 374 | 372 | 24. Univ. of Texas/Dallas | 62 | 59 | 60 |
| 9. Prairie View A&M U. | 105 | 102 | 64 | 25. Univ. of Texas/El Paso | 318 | 339 | 330 |
| 10. Stephen F. Austin State | 480 | 464 | 432 | 26. Univ. of Texas/Permian Basin | 63 | 40 | 48 |
| 11. Sam Houston State U. | 471 | 426 | 453 | 27. Univ. of Texas/San Antonio | 124 | 149 | 142 |
| 12. Sul Ross State U. | 69 | 91 | 77 | 28. Univ. of Texas/Tyler | 74 | 85 | 62 |
| 13. Southwest Texas State U. | 675 | 578 | 594 | 29. Univ. of Texas/Austin | 612 | 483 | 510 |
| 14. Texas A&I U. | 295 | 296 | 188 | 30. West Texas State U. | 261 | 261 | 240 |
| 15. Texas A&M U. | 420 | 436 | 403 | | | | |
| 16. Tarleton State U. | 188 | 149 | 158 | | | | |
| | | | | TOTAL: | 7908 | 7414 | 6909 |

SOURCE: Teacher Certification File, Texas Education Agency

*Data do not include endorsements, additional certificates or teaching fields added to existing certificates.

The 31 state-supported institutions were responsible for the training and certification of 80.8 percent, or 22,231 new teachers during that same period. (See Table 2)

While the geographic span of approved teacher training institutions serving the public schools in Texas reaches from Canyon to Brownsville and El Paso to Texarkana, distance to approved teacher training sites and the distribution of the certified graduates from those approved teacher training institutions constitute major problems in the staffing of education personnel for Texas schools. The problem of staff availability is being further compounded by tremendous growth in school-aged population in Texas.

Population Trends

In 1980 the official Census count for Texas was reported as 14,228,383, representing an increase of 27 percent over the 1970 census. According to the Texas 2000 Commission, this represents a population increase of more than three million people and is the largest numerical increase ever recorded in Texas. By comparison, the United States as a whole increased only 11 percent during that same 10-year period.

Preliminary projections suggest that Texas' population growth should continue until at least the year 2000 and may reach approximately 22 million by then. This increase of approximately 7.8 million over 1980 represents a 55 percent population growth over the next two decades which far exceeds the U.S. Census Bureau's projected 17 percent national growth rate. (See Table 3)

TABLE 3
Projected Total Population: Texas

| ACTUAL | PROJECTED | | PERCENTAGE CHANGE | | |
|---------------|------------------|-------------|--------------------------|------------------|------------------|
| 1980 | 1990 | 2000 | 1980-1990 | 1990-2000 | 1980-2000 |
| 14,228,383 | 17,703,000 | 22,091,000 | 24.4% | 24.8% | 55.3% |

The natural increase in population (the number of births minus the number of deaths) has shown very little change in Texas since 1940, although the proportion that it contributes to the total Texas population growth has significantly increased. Natural increases peaked during the period of 1954-1957, declined until 1968, showed a slight increase from 1969 to 1971, and have shown a slow but steady climb from 1975 to present.

The number of births in Texas is expected to increase in the 1980s and beyond—an "echo effect," as the number of women of childbearing age increases when the "baby boom" generation passes through its 20s and 30s. The overall impact of this "echo effect" will depend a great deal upon the childbearing and family pattern of this group, as well as socio-economic conditions.

Of the three major factors which tend to affect population change—births, deaths and migration—the latter has had the greatest influence on recent Texas population growth. While Texas has traditionally shown greater in-migration than out-migration, the magnitude of in-migration has increased greatly since the 1960s. The composition of future populations may change dramatically due to court decisions and federal immigration policies.

Major differences in the age compositions of Anglos, Hispanics and non-whites will persist because of varying fertility, mortality and migration patterns. (See Table 4)

TABLE 4
Composition of Texas Population By Ethnic Groups

| Year | Anglo | Hispanic | Non-White |
|------|-------|----------|-----------|
| 1970 | 68.7% | 18.1% | 13.2% |
| 1979 | 69.7% | 17.1% | 13.2% |
| 1990 | 66.8% | 18.8% | 14.4% |
| 2000 | 64.7% | 20.5% | 14.8% |

SOURCE: *Texas Past and Future: A Survey*, Texas 2000, 1981

Studies of long-range population trends once again point to the prospect of a general shortage of qualified teachers throughout the nation in the mid- and late 1980s. The decrease in births during the early and mid-1960s, causing the college-age population to decline in the mid- and late 1980s, is compounded by intense economic competition and deterioration of professional status. Further widening of the supply/demand gap is the increase in the number of annual births beginning in the mid- and late 1970s. This will result in a significant increase in the number of children enrolled in elementary school by the mid- and late 1980s. Collectively, fewer students at the college level and more pupils at the elementary level may result in a period of major staffing difficulties for public schools.

Reflecting the cumulative effect of these population growth factors, projection figures indicate that elementary school enrollments should continue to increase until at least the year 2000. The overall increase in the school-age population between 1980 and 1990 is anticipated to total approximately 517,000. Between 1990 and 2000 an additional one million children could be added to the number of school-age Texans, bringing the projected increase for the two decades to a total of nearly 1.6 million.

Enrollments in the 1980s should increase in the elementary grades by some 20 percent as a result of the "echo effect" of the "baby boom." Lesser increases should be observed in the secondary grades with the number of secondary grade students increasing more significantly in the 1990s as the 10-14 and 15-19-year-old age groups increase by approximately 32 percent and 31 percent, respectively. There should be slower growth in the elementary grades during the last decade of the century. (See Table 5)

TABLE 5
State Populations, 1979-2000:
Actual and Projected

| | 1970 (Actual) | 1980 (Actual) | 1990 (Projected) | 2000 (Projected) |
|-----------------------|---------------|---------------|------------------|------------------|
| Total Population | 11,196,730 | 14,228,383 | 17,703,000 | 22,091,000 |
| School-Age Population | 3,420,711 | 3,665,728 | 4,183,483 | 5,252,210 |
| By Age Group: | | | | |
| 5-9 | 1,145,250 | 1,218,447 | 1,568,792 | 1,806,816 |
| 10-14 | 1,182,709 | 1,146,591 | 1,261,155 | 1,666,453 |
| 15-19 | 1,092,752 | 1,300,690 | 1,353,536 | 1,778,941 |

SOURCE: "The Future of Texas' Population," *Texas Past and Future: A Survey*, Texas 2000, 1981.

While the total enrollment in the school population of Texas should show significant increases over the next two decades, some local school districts may actually observe enrollment declines. In the past several years, nearly two-thirds of the local districts have enrolled fewer students than their previous peak enrollments of the prior five years. Of the 44 largest school districts in Texas, 19 had lower enrollments, including several of the state's largest urban districts. Shifts in population are resulting in more growth in urban areas and declines in agrarian areas. However, a shortage of new housing in urban areas limits the number of people with school-aged children who move into urban areas. People who can afford housing in the more affluent urban neighborhoods tend to be beyond child-rearing age.

These figures, actual and projected, suggest that overall demand for teachers, other school personnel, instructional materials, transportation services and physical facilities will continue to increase.

Staffing Patterns

In order to address the projected need for teachers, an assessment was made of the current supply.

As early as the 1970s, the number of college and university students choosing teaching as a career had started to diminish across the nation. This trend, reported by the Texas Education Agency in the "Texas Teacher Supply and Demand Report, 1979-80" was thought to be precipitated by an oversupply of teachers, which was the result of decreasing births in the 1960s. Several other factors, such as shifting school populations within states, in-migration for certain states, and excessive and sometimes unwarranted generalizations about the nationwide supply and demand status based upon regional data, have contributed to a state of imbalance between true supply/demand conditions and those communicated to the nation, especially to those individuals approaching career-selection.

The National Center for Educational Statistics in *The Conditions of Education* reported that in 1972, 34 percent of all bachelor's degree recipients were being prepared to teach. Five years later in 1977 this proportion had declined radically to 19 percent. This decline in supply has continued, despite an upswing of births, shifting populations, in-migration, and new staffing patterns, thus creating an existing shortage of elementary teachers and certain secondary teachers in the early 1980s and a projected general shortage of teachers at many levels for the 1990s.

The results of a study released by the Association for School, College, and University Staffing (ASCUS) in April 1981 indicated that university placement officers across the nation reported a decrease of 41 percent in the number of new elementary teachers and 51 percent in the number of new secondary teachers between 1970 and 1980. They further indicated an anticipated 35 percent reduction between 1980 and 1981 in the number of persons completing requirements for certification; the projected decreases were 21 percent in elementary and 14 percent in secondary teachers.

The Research Division of the National Education Association (NEA) has estimated the total number of graduates completing requirements for entry into teaching in 1980 as 159,485, a decrease of 2.4 percent from the 163,443 graduates reported in 1979. The 1980 figure was lower by 49.7 percent of the all-time high of 317,254 graduates completing preparation to teach in 1972. This 1980 total number completing preparation to teach represented 15.7 percent of the estimated total number of bachelor's recipients as a first professional degree. By contrast, the average percentage of bachelor's graduates completing requirements to teach between 1960 and 1972 was reported to be around 34 percent to 35 percent.

In Texas the training of prospective teachers reached an all-time high in 1973-74 when 16,129 were graduated and certified by the approved institutions in the state. In 1980-81 there were 8,555 prospective new teachers who completed teacher certification requirements as they received a bachelor's degree. The 1980-81 number

reflected a 47 percent decrease over an eight-year period. These state figures are consistent with national figures cited earlier. While recent decreases in prospective teachers produced by Texas institutions are not as severe as those experienced in the mid-1970s, the downward trend appears to be continuing. Table 6 depicts the decline of new prospective Texas teachers produced by approved state institutions over a recent three-year period, 1978-1981.

TABLE 6
New Teachers in Texas
Statewide Supply by Texas Institutions
1978-1981*

| | 1978-79 | 1979-80 | 1980-81 |
|------------------------------|---------|---------|---------|
| State-supported Institutions | 7908 | 7414 | 6909 |
| Independent Institutions | 1883 | 1745 | 1646 |
| Statewide Totals | 9791 | 9159 | 8555 |
| Percent of Change 1978-1981 | xxxx | xxxx | - 12.7 |

*Includes only certificates issued with baccalaureate degree; does not include endorsements, additional certificates or teaching fields added to existing certificates.

SOURCE: Texas Education Agency
Teacher Certification File

In 1980-81 the public schools of Texas were staffed by 234,334 full-time equivalent (FTEs) school personnel. Those FTEs were distributed in the following staffing pattern:

| Staffing Category | FTE | % of FTE |
|-----------------------|----------------|--------------|
| Classroom Teachers | 161,596 | 69.0 |
| Elementary | 88,141 | |
| Kindergarten | 6,665 | |
| Secondary | 71,914 | |
| Vocational | 9,933 | |
| Special Education | 9,933 | |
| Administrative | 12,441 | 5.3 |
| Aides and Secretaries | 46,607 | 19.9 |
| Supportive | 13,687 | 5.8 |
| TOTALS | 234,334 | 100.0 |

SOURCE: Information Analysis, Texas Education Agency

A basic expectation is for the general staffing pattern related to teachers to be similar for the next several years with moderate increases at the elementary level, building to an anticipated peak in 1983-84.

Projected staffing needs in terms of full-time equivalents (FTEs) based upon actual and projected school-aged populations are presented in Table 7.

TABLE 7
Projected Student Populations and
Full-Time Equivalent (FTE) Staffing Needs
1980-2001*

| | 1980-81 (Actual) | 1990-1991 (Projected) | 2000-2001 (Projected) |
|-----------------------------------|------------------|-----------------------|-----------------------|
| School-Aged Population | 3,665,728 | 4,183,483 | 5,252,210 |
| Total (FTE) Staff | 234,334 | 267,050 | 335,270 |
| Total Teachers (FTE) | 161,596 | 182,600 | 230,000 |
| Elementary | 88,141 | 99,608 | 125,465 |
| Secondary | 71,914 | 80,910 | 101,913 |
| Total Administrative (FTE) | 12,441 | 14,180 | 17,800 |
| Total Supportive (FTE) | 13,687 | 15,600 | 19,560 |
| Total Aides and Secretaries (FTE) | 46,607 | 53,140 | 66,700 |

*Based upon projected populations and the utilization of the 16:1 pupil/teacher ratio and the same percent of total FTE staffing as that for 1980-81.

SOURCE: "The Future of Texas' Population," *Texas Past and Future: A Survey*, Texas 2000, 1981.

In the staffing of Texas public schools there are several categorical groupings in hiring practices, that when quantified, serve as indicators of the staffing needs or demand.

In times when the supply of prospective certified new teachers from colleges, universities and other sources is equal to or greater than the needs or demand of the public schools, the prime indicator of staffing needs or demand for teachers is the number of new hires with no years of experience for the state as a whole. In other words, in times of adequate supply when the public schools on a statewide basis have openings, they are filled by new teachers with no experience from the available supply. Even when an experienced teacher chooses to move into another position or a newly created position, the vacancy created by the moving of the experienced teacher is ultimately filled from the supply group. Thus, the new hires with zero years experience become the prime indicator of demand.

In times when the supply of certified new teachers from colleges, universities and other sources is not sufficient to meet the staffing needs or demand of the public schools, several additional or secondary indicators of demand emerge from the staffing practices. Even in times of imbalance between supply and demand, the number of new hires with zero years of experience remains as the primary indicator of staffing needs or demand. However, this primary indicator then becomes a composite figure of the number of certified new teachers hired with zero years of experience from the supply as well as the number of teachers, new or otherwise, who may not be properly certified but are deemed reasonably qualified to fill the position on a permit basis for a designated period of time. Thus, the number of individuals issued permits for the staffing of the public schools becomes a key

secondary indicator of staffing needs or demand. The Texas State Board of Education rules provide for the following permit staffing in the schools:

Special assignment permit (SAP)—issued at the request of a school district to an individual holding a valid Texas teaching certificate who is to be assigned into a special service area which is outside of the area or level of the certificate held.

Temporary classroom assignment permit (TCAP)—issued at the request of a school district to an individual who holds a valid Texas secondary teaching certificate and has minimally acceptable hours in a teaching field outside of the certificate held to which the individual is being assigned. In order to teach two or more classes on a TCAP, the individual must have completed approximately half of the work required for that teaching field.

Emergency teaching permit (ETP)—issued at the request of a school district to an individual who holds a bachelor's degree (exception: vocational areas) and has minimally acceptable amounts of work completed in teacher education training and in the teaching field or area of assignment.

A five-year reflection of new hires with zero years of experience and the number of individuals issued permits for that same five-year period, 1976 through 1981, is given in Table 8.

TABLE 8
Texas Teacher Demand Indicators
1976-1981

| Year | New Hires With Zero Years Experience | Individuals Issued Permits |
|--------------------------|---|-------------------------------|
| 1980-81 | 12,224 | 5,698 |
| 1979-80 | 13,284 | 4,364 |
| 1978-79 | 13,568 | 5,660 |
| 1977-78 | 14,065 | 4,712 |
| 1976-77 | 14,183 | 5,988 |
| % Change Over Five Years | - 13.8 | - 4.8 |

SOURCE: Texas Education Agency
Teacher Certification File

A note of caution must be drawn to the "percentages of change over five years" as shown in Table 8. One must bring to mind that the figures shown for 1976-77, especially in the number of individuals issued permits, reflect the impact of a severe decline in the supply of new certified teachers in the mid-1970s. While the number of individuals issued permits in 1980-81 (5,698) is 4.8 percent fewer than the number issued in 1976-77 (5,988), it is also approximately 31 percent higher than for those issued in the preceding year, 1979-80 (4,364). The number of permits issued in 1980-81 (5,698) with its resultant percentage increase should serve as a forewarning of an emerging trend and thus a cause for concern!

The following sequence of tables depicts the emerging secondary demand indicator in terms of the number of individuals issued permits:

Table 9—Individuals Issued Texas Permits: Regular and Special Assignment Areas (excluding vocational), 1976-1981

Table 10—Individuals Issued Texas Permits: Vocational Teaching Assignments, 1976-1981

Table 11—Individuals Issued Texas Permits: Emergency and Special Assignment Permits by Region, 1978-1981.

Table 9 reflects the numbers of emergency teaching permits for regular classroom assignments as well as the numbers of special assignment permits issued for specialized assignments in kindergarten, special education and bilingual education. Worthy of notation is the small number and percentage (85 FTEs and 1.99 percent) of teachers on emergency teaching permits for regular classroom assignments who do not possess the bachelor's degree.

A summary of the individuals issued permits for vocational teaching assignments is presented in Table 10. While the percentage of teachers on emergency permits in vocational assignments is somewhat higher than for those in the regular classroom, it should be noted that two years of teaching on emergency permits, the completion of specified coursework and years of certified work experience constitute the regular route to full certification for the non-degreed person in most vocational teaching assignments.

The data given in Table 11 represent an extension of the data in Table 9. The data given in Table 9 concerning individuals issued Texas permits for regular and special assignment areas are summarized over a three-year period, 1978-1981, according to the geographical regions of the state represented by the Education Service Center regional areas. Also, depicted in Table 11 are the teaching fields at the secondary level for which emergency permits are most frequently issued within the particular region.

Several items in Table 11 seem worthy of special mention. First, the number of emergency and/or special assignment permits for bilingual in 1980-81 (856) does not yet begin to reflect the impact of the state's new program for non-English speaking and limited-English speaking children under Senate Bill 477 (67th Session). And, secondly, the demand for mathematics and science teachers, as indicated by emergency permits issued, is universal across the state, prominent as the first or second greatest demand at the secondary level in all 20 regions.

The supply of new teachers in Texas has come primarily from three sources in recent years:

- (1) initial certificates issued to the BA/BS graduates of Texas approved teacher training institutions;
- (2) one-year certificates which are issued to teachers who hold valid out-of-state certificates while they are in the process of meeting Texas requirements; and
- (3) individuals previously degreed and/or certified who qualify for either new or additional certificates and/or endorsements.

An analysis of statistical data concerning these three sources of new teacher supply in Texas reveals that only one category, the one-year certificates (to out-of-state candidates), has shown an increase during the recent five-year period, 1976-1981. Initial certificates issued to Texas BA/BS graduates declined approximately 20.2 percent during the 1976-1981 period while the total new certificates and endorsements figure decreased by approximately 14.2 percent. The one-year certificates, an indicator of in-migration to Texas of certified teachers from other states, showed an increase of approximately 68.3 percent for the period of 1976-1981. These data are presented in Table 12.

TABLE 9
Individuals Issued Texas Permits
Regular and Special Teaching Assignments
(Excluding Vocational Teachers)
1976-1981

| | 1976-77 | 1977-78 | 1978-79 | 1979-80 | 1980-81 |
|---|---------|---------|---------|---------|---------|
| EMERGENCY TEACHING PERMITS: (For teacher not certified for level of assignment) | | | | | |
| ELEMENTARY | 1,208 | 345 | 391 | 589 | 790 |
| SECONDARY | 692 | 619 | 711 | 748 | 995 |
| SPECIAL ASSIGNMENT PERMITS: (Degree and certificate required) | | | | | |
| KINDERGARTEN | 358 | 329 | 309 | 222 | 290 |
| SPECIAL EDUCATION | 1,015 | 939 | 883 | 847 | 1321 |
| BILINGUAL EDUCATION | 1,567 | 1,289 | 2,144 | 701 | 856 |
| TOTAL PERMITS: | 4,840 | 3,521 | 4,438 | 3,107 | 4,252 |
| TOTAL TEACHERS: | 128,988 | 132,839 | 145,817 | 148,435 | 151,291 |
| % of Teacher on Permit | 3.75 | 2.65 | 3.04 | 2.09 | 2.81 |
| Total Teacher with "Major Portion of Day" Assignments on Pay Grade 4 (NON-DEGREED) | 39 | 44 | 43 | 57 | 85 |
| % of Total Permits (NON-DEGREED TEACHERS) | .80 | 1.24 | .96 | 1.83 | 1.99 |

SOURCE: Texas Education Agency
Teacher Certification Division

TABLE 10
Individuals Issued Texas Permits:
Vocational Teaching Assignments
1976-1981

| | 1976-77 | 1977-78 | 1978-79 | 1979-80 | 1980-81 |
|--|---------|---------|---------|---------|---------|
| EMERGENCY TEACHING PERMITS: (Degree not required for certification) | 1,148 | 1,191 | 1,222 | 1,257 | 1,446 |
| TOTAL PERMITS: | 1,148 | 1,191 | 1,222 | 1,257 | 1,446 |
| TOTAL VOCATIONAL TEACHERS: | 8,956 | 9,300 | 9,646 | 9,889 | 9,997 |
| % of Vocational Teachers on Permits | 12.81 | 12.80 | 12.66 | 12.71 | 14.46 |

SOURCE: Texas Education Agency
Teacher Certification Division

TABLE 11
Individuals Issued Texas Permits:
Emergency and Special Assignment Permits
By Regions, 1978-1981

| Region | 1978-79 | | | | | 1979-80 | | | | | 1980-81 | | | | |
|--------|---------|------|-------|------|---------|---------|-----|-------|------|---------|---------|-----|-------|------|---------|
| | Elem | Bil | Sp Ed | Voc | Sec* | Elem | Bil | Sp Ed | Voc | Sec* | Elem | Bil | Sp Ed | Voc | Sec* |
| I | 53 | 648 | 73 | 88 | 96 M,S | 44 | 355 | 63 | 78 | 76 M,S | 67 | 350 | 97 | 86 | 138 E,M |
| II | 15 | 142 | 50 | 58 | 22 E,P | 19 | 28 | 44 | 60 | 34 M,S | 16 | 35 | 65 | 65 | 34 M,E |
| III | 13 | 16 | 27 | 27 | 13 M,S | 12 | 8 | 31 | 21 | 24 S,M | 24 | 3 | 36 | 28 | 24 P,M |
| IV | 68 | 112 | 172 | 260 | 192 S,M | 115 | 35 | 154 | 303 | 173 M,S | 150 | 100 | 243 | 348 | 213 M,S |
| V | 6 | 1 | 14 | 51 | 24 S,M | 15 | 1 | 11 | 35 | 12 E,S | 13 | 2 | 22 | 46 | 21 P,M |
| VI | 11 | 6 | 47 | 58 | 16 S,M | 22 | 2 | 37 | 66 | 27 M,E | 35 | 1 | 71 | 86 | 40 M,S |
| VII | 16 | 20 | 44 | 37 | 35 M,P | 19 | 6 | 47 | 49 | 42 M,P | 21 | 5 | 63 | 57 | 40 P,M |
| VIII | 4 | 0 | 18 | 17 | 17 M,P | 8 | 0 | 16 | 29 | 9 M,S | 9 | 0 | 53 | 36 | 15 M,S |
| IX | 6 | 0 | 23 | 17 | 6 P,M | 9 | 1 | 22 | 19 | 9 M,P | 9 | 1 | 35 | 19 | 8 M,E |
| X | 16 | 62 | 27 | 160 | 64 E,M | 37 | 22 | 50 | 137 | 63 M,S | 54 | 36 | 73 | 145 | 63 M,S |
| XI | 13 | 2 | 16 | 89 | 14 S,E | 16 | 4 | 17 | 90 | 40 S,M | 30 | 7 | 57 | 92 | 56 M,S |
| XII | 16 | 12 | 51 | 36 | 16 P,S | 20 | 2 | 52 | 38 | 24 M,S | 31 | 1 | 63 | 55 | 32 M,P |
| XIII | 12 | 109 | 39 | 67 | 15 M,S | 24 | 17 | 45 | 64 | 19 M,S | 44 | 11 | 68 | 64 | 41 E,S |
| XIV | 5 | 13 | 7 | 14 | 10 E,S | 10 | 4 | 16 | 13 | 8 E,P | 10 | 2 | 31 | 17 | 11 M,S |
| XV | 10 | 103 | 37 | 16 | 5 S,P | 9 | 10 | 29 | 11 | 15 M,P | 16 | 18 | 41 | 19 | 17 M,S |
| XVI | 8 | 65 | 34 | 21 | 22 S,P | 19 | 16 | 28 | 31 | 31 M,P | 34 | 7 | 43 | 27 | 25 S,M |
| XVII | 13 | 196 | 33 | 23 | 27 M,E | 13 | 44 | 43 | 20 | 32 M,S | 28 | 29 | 70 | 34 | 50 M,S |
| XVIII | 7 | 33 | 27 | 24 | 7 M,S | 13 | 8 | 33 | 22 | 10 M,P | 17 | 13 | 37 | 28 | 21 S,P |
| XIX | 41 | 174 | 38 | 20 | 27 M,E | 92 | 31 | 34 | 26 | 30 M,E | 80 | 119 | 35 | 45 | 32 M,E |
| XX | 58 | 430 | 106 | 139 | 84 M,S | 73 | 107 | 75 | 145 | 70 M,S | 102 | 116 | 118 | 149 | 114 M,S |
| Totals | 391 | 2144 | 883 | 1222 | 711 | 589 | 701 | 847 | 1257 | 748 | 709 | 856 | 1321 | 1446 | 995 |

LEGEND: M = Mathematics
S = Science
E = English
P = Physical Education

*Most frequently occurring secondary emergency teaching permits, excluding vocational

TABLE 12
Texas Teacher Supply
1976-1981

| Year | Sources of Certified Teachers | | |
|-----------------------------------|---|---|--|
| | Initial Certificates with Texas BA/BS | Total New Certificates and Endorsements | One-Year Certificates (Out-of-State) |
| 1980-81 | 8,555 | 11,407 | 2,235 |
| 1979-80 | 9,159 | 12,214 | 1,836 |
| 1978-79 | 9,791 | 12,879 | 1,588 |
| 1977-78 | 11,040 | 13,737 | 1,448 |
| 1976-77 | 10,720 | 13,298 | 1,328 |
| % Change Over Five Year Period | - 20.2 | - 14.2 | + 68.3 |

SOURCE: Texas Education Agency
Teacher Certification File

Data in Table 13 show the sources of certified teachers from other states who received Texas provisional teaching certificates in 1980-81.

TABLE 13
Certified Teachers From Other States
Issued Texas Provisional Teaching Certificates
1980-1981*

| State | Number | State | Number |
|-------------------|--------|--------------------|------------|
| 1. Alabama | 1 | 19. Maine | 4 |
| 2. Arkansas | 2 | 20. Missouri | 5 |
| 3. California | 1 | 21. North Carolina | 1 |
| 4. Colorado | 3 | 22. Nebraska | 3 |
| 5. Connecticut | 2 | 23. New Mexico | 10 |
| 6. Delaware | 2 | 24. New York | 4 |
| 7. Florida | 1 | 25. Ohio | 12 |
| 8. Georgia | 1 | 26. Oklahoma | 25 |
| 9. Iowa | 7 | 27. Oregon | 1 |
| 10. Idaho | 1 | 28. Pennsylvania | 6 |
| 11. Illinois | 9 | 29. Rhode Island | 2 |
| 12. Indiana | 15 | 30. South Carolina | 1 |
| 13. Kansas | 1 | 31. Tennessee | 4 |
| 14. Kentucky | 1 | 32. Utah | 2 |
| 15. Louisiana | 7 | 33. Washington | 3 |
| 16. Massachusetts | 6 | 34. Wisconsin | 3 |
| 17. Maryland | 1 | 35. West Virginia | 3 |
| 18. Michigan | 26 | 36. Wyoming | 1 |
| | | TOTAL | 177 |

SOURCE: Teacher Certification File, Texas Education Agency

*Excludes Temporary One-Year Certificates issued to individuals holding valid, out-of-state certificates but who fail to meet the Texas Constitutional studies requirement (approximately 2,235).

The potential for improving the quality of education also significantly increases the demand for additional teachers in certain program areas. Factors or trends that increase the need for teachers are:

- the introduction of new and/or extended programs which are needed to serve special populations such as the handicapped, the bilingual, the limited English-speaking, and potential dropouts;
- the providing of more specialists to give individualized instruction to children with unique problems in the mastering of basic skills;
- the reducing of excessively high pupil/teacher ratios;
- the replacement of substitutes and non-certified teachers;
- the increasing numbers of inservice and professional growth programs for existing teachers which require released time or leave time; and
- the early retirement incentive programs for existing personnel.

National reports and surveys on demand for new teachers seem to suggest that the overall numbers expected to complete preparation for teaching are likely to be adequate for the number of available teaching jobs in the early 1980s, except in those areas in which shortages are already existing or beginning, with the upturn in number of jobs for beginning elementary school teachers in 1983 to improve the employment outlook for those entering colleges and universities.

A recent survey (July 1982) of education personnel needs or demand in public school staffing was conducted by the staff of the Texas Education Agency. Among the data being sought by the survey were certain additional secondary demand indicators such as the number of temporary classroom assignment permits (TCAPs) activated by the school districts for certified personnel who were assigned to areas outside of their certification for which they were minimally qualified. It was found that many school districts, in view of the diminishing supply of new teachers and the lack of competitiveness of education salaries, were forced to utilize this means of staffing areas of critical needs or demand. In many instances it represented the "lesser of several evils" in terms of assigning individuals on emergency permits, filling the positions with substitutes on a "temporary" basis, or cancelling the offering.

In this same survey the schools were also asked to submit data concerning the number of positions that remained unfilled or were filled on a temporary basis (by substitutes, etc.) during the 1981-82 school year. Results of that survey are reflected in Table 14. Although responses were not received from all 1,099 school districts in Texas, the magnitude and direction of the data represent significant trends in current staffing patterns in view of the present decline in the supply of new teachers in Texas.

TABLE 14
Survey of Additional Teacher Demand Factors:
Positions Unfilled and Temporary Classroom
Assignment Permits (TCAP)

| Level | Number (Percent) Of Districts Reporting Positions Unfilled Due to Shortage | Number (Percent) Of Districts Reporting TCAP Staffing To Meet Shortages |
|------------|---|--|
| Elementary | 75 (13%) | 121 (22%) |
| Secondary | 147 (28%) | 328 (62%) |

SOURCE: Texas Education Agency
N = 594 (56% return)

The numbers and percentages of responding districts in the survey which reported elementary and secondary positions as "unfilled" and also the utilization of TCAPs as a means of staffing to meet shortages are presented in Table 14.

An additional factor surfaced by data obtained in the survey was the extent to which the 594 respondents reported paying stipends for areas of shortage such as mathematics, sciences, special education, bilingual, English as a second language, and vocational teachers.

Twenty-six districts or approximately 4 percent of the respondents were currently paying stipends in the school year 1981-82 for elementary teachers in these shortage areas, with 185 districts or 31 percent reporting the payment of such stipends to secondary teachers.

In yet another attempt to identify the unique staffing needs or demand and the related problems, the Texas Education Agency conducted a study of teacher availability and education personnel needs in the spring of 1982 utilizing a case study method with on-site interviews in 48 selected districts across the state. While it is important to note that the 48 school districts selected for study were not intended to constitute a statistically representative sample of all 1,099 school districts in Texas, they were carefully selected as a sample designed to surface the significant conditions and problems that exist throughout the state. Several of the shortages as identified through this study are cited as follows:

1. A substantial majority of the 48 districts reported shortages of teachers in the area of science and mathematics.
2. Almost half of the districts indicated shortages of vocational teachers.
3. Almost half of the districts indicated shortages in special education teachers.
4. Another area of shortage cited by a large proportion of districts was bilingual education.
5. A number of districts reported shortages of high school English teachers and coaches.
6. A shortage of teachers in at least one teaching field was reported by 42 of the 48 districts.

Another segment of this same case study survey which provided data of significance was the steps taken by the districts interviewed to offset shortages. Steps taken by school districts included:

1. providing enriched salary and benefits to attract teachers on a competitive basis;
2. carrying on active recruiting efforts;
3. preparing for future vacancies by hiring teachers in advance;
4. re-training of existing staff;
5. employing part-time teachers to meet limited needs;
6. activating TCAPs and requesting emergency permits;
7. utilizing alternative instructional arrangements (computer-assisted instruction, extended contracts, etc.) to maximize use of available teachers;
8. encouraging qualified teachers to enter or re-enter teaching; and
9. implementing other "stopgap" approaches (use of substitutes, cancelling courses, etc.).

Summary of Demand

The general staffing needs or education personnel demand in the public schools of Texas may be indicated as follows:

1. Districts in rural and inner-city areas of low economic taxable wealth often find it difficult to obtain and keep teachers.
2. There is a critical demand for elementary teachers with a bilingual and/or English as a second language endorsement.
3. Elementary teachers with specializations in mathematics, sciences, reading or special education still constitute a demand in many areas of the state.
4. Public schools continue to seek more male elementary teachers, minority applicants, and teachers with experience in inner-city schools.

5. Critical demands exist at the secondary level in fields such as mathematics, sciences, certain vocational areas, bilingual education, reading, special education, and English as a second language (ESL) endorsements.
6. In many areas there is a demand for coaches in boys and girls athletics; however, companion or second teaching fields are needed in areas other than physical education, health, or history.

Concern for Quality

Teacher Candidates

While it is important to have an adequate supply of teachers, it is equally important that prospective teachers be adequately prepared. Ten to 20 years ago, the teacher training institutions of the nation generally admitted only those students who scored at or above averages on various admissions tests. It now appears that potential educators are being selected from among the least academically qualified applicants for college admissions. The decline in academic skills evident in the applicant pool extends from enrolled freshmen to graduating teacher education majors and to graduate school candidates. Most distressing is that these score declines will eventually impact the education of kindergarten through 12th grade students.

The declining number of student enrollments in teacher education programs and thus reduced funding for those programs in many colleges and universities, both public and private, has resulted in some teacher education institutions lowering academic standards in order to attract more students. The net result of these reactions to the market stress and declining enrollments has been a marked decline in the academic quality of students entering the field of education. Analysts of this phenomenon have often referred to this trend as the "education brain-drain."

Studies that reflect this trend show that the average Scholastic Aptitude Test (SAT) verbal and math scores of college-bound high school seniors who plan to major in education were well below the average for all college-bound seniors tested in 1976: 34 points below average on verbal scores and 43 points below average on math scores. The education field ranked lower than the six other largest college majors: business, biological sciences, engineering, health and medical fields, physical sciences, and social sciences. These fields plus education comprise nearly 70 percent of the sample of college-bound students who indicated a college major and an interest in studying for a baccalaureate degree.

Similar data from the American College Testing Program (ACT) show essentially the same thing. The ACT English and math scores of the college-bound sample indicating an education major have declined significantly since 1970, and at a more rapid rate than the national college-bound population as a whole. The ACT English test score declines since 1970 are marked but the most significant deterioration in academic quality is in the area of quantitative skills which is emphasized by mathematics test score declines. In 1975-76, of the 19 fields of study reported by ACT for enrolled college freshmen, education majors were tied for 17th place on math scores and 14th on English scores. These 19 fields comprise nearly 85 percent of the ACT-tested students who enrolled as freshmen in 1975.

To further illustrate this "education brain-drain" effect, studies have shown that the Graduate Record Exam (GRE) verbal and nonverbal test scores among education majors have declined significantly since 1970. Scores of teaching majors were significantly lower than those of majors in eight other professional fields when compared in 1975-76. Additionally, teacher scores have fallen at a faster rate than the overall GRE scores since 1970. Also, National Teacher Examination (NTE) scores have declined substantially during the five-year period from 1969-70 to 1974-75. The net score decline was from 581 to 561, a significant 20-point change.

Reports on the 1980-81 Texas college-bound seniors taking the College Board's Admissions Testing Program (ATP) indicated there were 61,779 seniors who were candidates for the ATP. This compares with 59,901 in 1979-80, a 3 percent increase. The number of Texas-bound seniors taking the SAT was 57,681, compared with 55,942 in 1979-80, a 3 percent increase also. The following SAT average scores of Texas college-bound seniors were reported by the College Board:

TABLE 15
SAT Average Scores

| Years | Verbal | | Mathematics | |
|---------|--------|--------|-------------|--------|
| | Texas | Nation | Texas | Nation |
| 1977-78 | 425 | 429 | 460 | 468 |
| 1978-79 | 418 | 427 | 456 | 467 |
| 1979-80 | 416 | 424 | 455 | 466 |
| 1980-81 | 415 | 424 | 455 | 466 |
| 1981-82 | 415 | 426 | 453 | 467 |

SOURCE: College Board, Southwestern Regional Office
Austin, Texas

As a group, the 1980-81 college-bound seniors who took the Texas SAT were noteworthy in the following:

- The proportion of male and female ATP registrants was 48 percent males and 52 percent females. The comparable figures for 1979-80 were 49 percent males and 51 percent females.
- The mean score for females (42.4) is higher than for males (41.2) on the Test of Standard Written English.
- The mean scores for males in SAT-Verbal and SAT-Math (422 and 480) are higher than for females (409 and 432).
- This group of students had more years of study in English but fewer years of study in the foreign languages than the 1979-80 group.
- This group of students had more years of study in mathematics than the 1979-80 group.

Socio-economically, the 1980-81 group reflected the following traits:

- The percentage of blacks in this group (7.9 percent) was slightly higher than the last year (7.7 percent).
- The percentage of Mexican Americans in this group (10.9 percent) up from the last year (10.6 percent).
- There were more Indians, Orientals and Puerto Ricans as a group than the last year.
- The median income for the family as reported by the students for this group was \$26,600 as compared to \$24,300 for the 1979-80 group.
- Of the 1980-81 group, 65.1 percent plan to apply for financial aid for college as compared to 62.3 percent for the 1979-80 group.

Yet another view of Texas 1980-81 college-bound students from which the majority of the state's teachers evolve comes from the College Board report of the Southwestern Regional Office concerning the Texas Preliminary Scholastic Aptitude Test (PSAT) Highlights for 1980-81. There were 64,595 juniors who took the PSAT in 1980-81 as compared to the 64,237 Texas juniors in 1979-80. Consistent with the trend of the 1980-81 SAT takers in Texas, but even more pronounced, was the greater number of females taking the PSAT as compared to males. There were 6,799 more females than males who took the PSAT in Texas. The ethnic characteristics of Texas PSAT takers were even more demonstrative of the changing Texas populace. Of the 74,726 blacks who took the PSAT nationwide, 4,342 or about 6 percent were Texas residents. There were 7,368 Mexican-Americans in Texas taking the PSAT compared to 19,024 or 39 percent of those in the nation.

Information in Table 16, A Summary of Teacher Education Majors by County of Origin, reveals that counties furnishing the highest percentages of teacher education majors from their college-bound seniors are located in two areas of the state. Fourteen of the 25 counties are located in South Texas and 11 are in the Panhandle. The majority of these counties are basically rural. Of the total enrollments in public senior colleges from these counties, the percentage of students declaring themselves as education majors ranges from 48.6 percent (Zapata

County) to 29.9 percent (Hidalgo County). Also reflected in the report was the strong representation of blacks majoring in teacher education, especially in Harris County.

The report points out that data was included on only those students who are declared education majors. Data on those students enrolled as majors in other fields but intending to pursue teaching as a career was not included. The findings point to a socio-economic trend in certain regions of our state, mainly rural and economic areas. It appears that in these areas, certain segments of the populace seem to view teaching as a profession which offers upward social mobility with enhanced personal prestige.

TABLE 16
A Summary of Teacher Education Majors by County of Origin
In Texas Public Senior Colleges and Universities, Fall 1980

| County | Percent | County | Percent |
|--------------|---------|--------------|---------|
| 1. Zapata | 48.57 | 14. Webb | 32.75 |
| 2. Motley | 46.67 | 15. Cameron | 31.85 |
| 3. Brooks | 41.42 | 16. Maverick | 31.45 |
| 4. Jim Hogg | 40.91 | 17. Hartley | 31.25 |
| 5. Briscoe | 39.71 | 18. Carson | 30.77 |
| 6. Starr | 39.55 | 19. Dickens | 30.77 |
| 7. Duval | 37.79 | 20. LaSalle | 30.77 |
| 8. Willacy | 36.10 | 21. Oldham | 30.67 |
| 9. Goliad | 34.18 | 22. Hudspeth | 30.56 |
| 10. Hall | 33.33 | 23. Hardeman | 30.43 |
| 11. Lipscomb | 32.93 | 24. Hansford | 30.17 |
| 12. Moore | 32.79 | 25. Hidalgo | 29.99 |
| 13. Zavalla | 32.76 | | |

SOURCE: Office of Research, Coordinating Board, Texas College and University System

Current Teacher Morale

A significant dimension of the public school teacher which impacts the overall quality of performance in the classroom is deteriorating morale among teachers and lack of esteem. Teachers today have more education and experience than they did five years ago, but they consider themselves underpaid and are not sure they would choose teaching as a profession again. In a 1980-81 survey conducted nationwide by the National Education Association, more than one-third of the teachers said they "probably" or "certainly" would not choose the teaching profession again. This reflects an increase to 18.6 percent in 1976, up from 11 percent in 1962.

Other results of this survey characterized the teacher profile as follows:

- While salaries have gone up 43 percent since 1976, they would have had to increase 58 percent to keep up with inflation. The mean annual salary was \$17,209 in 1981, up from \$12,005 in 1976.
- The median number of years of experience was 12 in 1981, rather than eight reflected in 1966, 1971 and 1976 and 11 years in 1961.
- Despite the social upheavals of the past two decades, teaching is still a woman-dominated profession, 68.7 percent. The percentage of women in the field has dropped less than two percentage points since 1961.

- The median age of teachers has started to return to where it was in 1961 after consistently dropping over the past 20 years. It is now 37, up from 33 in 1976, but still below that of 41 in 1961.
- The percentage of teachers with a master's degree has more than doubled since 1961, from 23.1 percent to 49.3 percent, while the proportion with just a bachelor's has dropped from 61.9 percent to 50.1 percent.

Sam Houston State University conducted a survey of Texas public school teachers which also yielded evidence of acute and widespread deterioration of morale among Texas teachers. Results showed that more than one in three teachers indicated that they were seriously considering leaving the profession. Approximately 46 percent said that "poor pay" was the primary reason. The average reported salary for those responding to the survey was \$14,112 with an average experience level of nearly 12 years. The survey also found that numerous teachers maintained second employment during the school year for an average of 13.6 hours a week in order to supplement their income.

Salary

Salaries and Benefits: Do teachers receive adequate financial reward?

While it is true that the salaries for education personnel are constituting a greater proportion or percentage of the total costs for education than ever before, the attractiveness of salaries for educators continues to deteriorate. This becomes most evident when average beginning salaries for public school teachers with a bachelor's degree are compared with average salary offers made by private enterprise to other college graduates with a bachelor's degree. A recent NEA publication reported that the 1980-81 average beginning salary for public school teachers with a bachelor's degree was \$11,708, which was considerably lower than the average starting salary offer made by some 200 companies to college graduates with a bachelor's degree in all of ten other fields. A salary range from \$20,136 to \$13,296 was reported in this survey as indicative of the offers made to bachelor's degree recipients among the ten subject groupings. While this problem of lack of competitiveness has been around for a number of years, the net result, as reported by NEA, indicated that 1980 salaries of beginning teachers were even less competitive than they were in 1975.

Educators appear to be fighting a losing battle in a conflict against competition for tax dollars, the Consumer Price Index, and, ultimately, public opinion. From 1971-72 to 1981-82, the average teacher salary rose 81.4 percent, while the Consumer Price Index (April 1972 to April 1982) rose 128.7 percent.

In a June 25, 1981, release from the National Center for Education Statistics entitled "Statistics of Public School System, Fall 1980" the estimated average salary for teachers in 1980 was reported as \$17,400, a 7.7 percent increase between Fall 1979 and 1980. However, the same report cited further evidence of continued deterioration in the fact that since Fall 1975 salaries of teachers have increased by \$5,000, or 40 percent, while the cost of living in the United States increased by 54 percent between October 1975 and October 1980. According to statistical surveys the average salary of classroom teachers varied greatly from state to state, ranging from \$29,000 in Alaska to \$13,000 in Mississippi. The estimated national average salary of other professional education staff in 1980-81 was \$20,072.

Texas public school districts reported the utilization of approximately 234,000 full-time equivalent (FTE) personnel in 1980-81 in the Texas public schools at a reported cost of some \$3.5 billion in salaries. State total trends indicate that Texas public school districts, in an effort to provide *comprehensive* programs for *all* children in accordance with federal law, state law, and local preference, are increasing their number of personnel at a faster rate than the rate of increase in the student population. Due to the fact that the state funding formulas are based upon the number of students in attendance, the cost of this disproportionate increase in personnel was paid primarily from local tax dollars. At the same time, school districts, in an effort to close the gaps in salary competition between private enterprise and education, continue to increase the salaries of personnel at a greater rate than the increase in the statewide minimum salary schedule, resulting in even more pressure to raise local taxes to fund these increases.

Texas is one of approximately 10 states with a statewide minimum salary schedule. The minimum salaries of personnel allocated under the Foundation School Program (FSP) amounted to \$2.27 billion, which was 74 percent of the total cost of the Foundation School Program. The minimum salaries of all personnel reported on the 1980-81 Roster of Personnel amounted to \$2.92 billion, while the total actual salaries of all personnel amounted to \$3.5 billion. The amount of salary enrichment, or the amount that actual salaries exceeded minimum salaries, was \$580 million.

The average salary of all Texas school personnel in 1980-81 was \$14,945, which was \$2,477 or 19.9 percent above the average minimum salary. The average teacher salary was \$15,724, which was \$2,495 or 18.9 percent above the minimum salary for teachers. The average salary of a beginning teacher was \$11,346, which was \$1,895 or 20.05 percent above the average minimum salary for beginners. The salary enrichment percentage for both districts and FTEs is shown in Table 17.

TABLE 17
1980-81 Salary Enrichment Percentages
County of Personnel Paid Above Minimum Salary

| % Actual Salary Above Foundation (Min) Salary | District | | FTE Personnel* | |
|---|----------|---------|----------------|---------|
| | Count | Percent | Count | Percent |
| 0 Percent | 12 | 1.1 | 23,346 | 10.0 |
| 0 PCT 5 | 334 | 31.1 | 20,280 | 8.7 |
| 5 = PCT 10 | 334 | 31.1 | 33,690 | 14.4 |
| 10 = PCT 15 | 152 | 14.1 | 26,144 | 11.2 |
| 15 = PCT 20 | 97 | 9.0 | 26,760 | 11.4 |
| 20 = PCT 25 | 51 | 4.7 | 26,549 | 11.3 |
| 25 = PCT 30 | 45 | 4.2 | 31,964 | 13.7 |
| 30 = PCT 35 | 25 | 2.3 | 16,824 | 7.2 |
| = 35 PCT | 25 | 2.3 | 28,350 | 12.1 |
| TOTAL | 1,075 | 100.0 | 233,917 | 100.0 |

*The personnel count as reported here is independent of the district count. These data represent all districts which reported except the Education Service Centers.

*The detail may not add to the total due to rounding and/or missing codes.

SOURCE: Information Analysis, Texas Education Agency

Table 17 shows that more than 98 percent of the districts paid some enrichment salaries while 90 percent of the personnel received some salary enrichment. Average salary enrichments in 832 school districts or over three-fourths of the districts (77.4 percent) were less than 15 percent, while in contrast, over half of the FTEs were enriched by 15 percent or more. It should be noted that this skewed condition, which seems contradictory, is brought about by the fact that five percent of the school districts (the largest 54 districts in student population) employed more than 50 percent of all personnel reported on the Roster. Enrichment in those large districts averaged 25.9 percent. On the other hand, the smallest 700 districts, with 1000 ADA or less, reported approximately 11 percent of all personnel, and averaged only 9.1 percent enrichment.

Table 18 provides a brief comparison of Texas and national average salaries for beginning teachers with the BA/BS, all teachers, and all professional staff.

TABLE 18
Texas/National Comparisons
Average Salaries, 1980-81

| | National | Texas |
|---|-----------------|--------------|
| Average beginning Salary with BA/BS | \$11,708 | \$11,346 |
| Average salary for all teachers | \$17,400 | \$15,724 |
| Average Salary for all Professional Staff | \$20,072 | \$16,617 |

SOURCE: National Center for Education Statistics (NCES 81-114)
Information Analysis, Texas Education Agency

One additional picture of the level of adequacy of the average Texas School Foundation salaries and actual salaries paid to the beginning teacher would be in comparison with the Income Poverty Guidelines (which are indexed to the federal nonfarm income poverty guidelines) for free meals and milk and reduced price meals as established by the U.S. Department of Agriculture for 1980-81 school lunch programs. Upon examining the Income Poverty Guidelines effective July 1, 1980, through June 30, 1981, one finds that the children of a family of four with an annual income of less than \$15,990 would be eligible for reduced-price meals in Texas schools; thus, children of beginning teachers in Texas in 1980-81 with an actual salary equal to or less than \$11,346, the average actual salary of beginning teachers in Texas, would quite easily qualify for reduced price meals.

Perhaps even more dramatic would be the situation in which the beginning teacher with a possible average actual salary of \$11,346 and a family of four would come within \$1,096 of qualifying for free meals under the guidelines of this same program. And, one must remember that this is an individual who has completed an approved college or university program and who holds the bachelor's degree.

Benefits

While the State of Texas provides school teachers with five days of paid sick leave per year, surveys conducted by the Texas Association of School Administrators have shown that it is common practice among school districts to provide fringe benefits, such as additional days of paid sick leave, beyond those provided by the state. The sick leave time provided by the state may be accrued and is transferable between school districts. Also, upon retirement, an employee covered by the sick leave provisions is paid for unused sick leave at a rate of \$20 a day for the first 30 days and \$10 for each additional day thereafter.

Fringe benefits such as leave days, especially among school districts which have an ADA of more than 500 students, have generally consisted of the inclusion of additional sick leave days and personal business leave days. Several school districts provide numerous additional days per year for sick leave and/or personal business leave days, but the prevailing number of additional days granted locally is five days per year with a provision for accrual of unused time. The number of personal business days granted as an additional benefit generally ranges between one and three days per year.

Many of the school districts in Texas also offer group insurance programs for accidental death, health plans (hospitalization and major medical), deferred compensation, dental plans, disability protection, dreaded disease, tax-deferred annuity, and life insurance. In the diversity of school district participation across the state a small portion of the districts pay the full cost of the premiums for the insurance package while the majority of the

districts pay a portion of the costs or none at all. In a number of other districts, the entire premium for the health plan for the employee only is paid, and only a portion or none of the costs on other types of coverage.

The range of benefits in terms of premium payments made by the school districts is extremely difficult to establish as statistical entity because in many cases, the districts report that a percent of the premium is paid. In those instances the amount of premiums is contingent upon such factors as the insurance carrier, the size and history of the group, and the nature of the coverage in the plan (room rate, surgical benefits, maternity benefits, etc.). Most of the districts reporting in the 1982 bulletin of TASA, paying a percentage of the premiums for the employee health plan, were contributing either 50 percent or 100 percent.

A brief inspection of school districts in the state contributing a set amount toward the employees' insurance programs reveals a range of contributions from \$5 up to \$67 a month. It would appear that the most prominent range of set amounts for monthly contributions would be between \$25 and \$40. A few districts show a concerted effort toward teacher retention by making significantly greater contributions per month for the teacher as the experience level increases. While the size of a school district and its ADA appears to have a direct bearing on the range and magnitude of fringe benefits paid by the district, the local taxable wealth would appear to be the greatest determinant.

Conclusion

In summary, with the number of prospective beginning teachers declining and the actual and projected demand for new teachers increasing, most groups are forecasting the likelihood of teacher shortages for many assignment areas in the mid- and late 1980s. However, a great number of those same groups also suggest that significant improvements in the attractiveness of teaching as a career through such measures as higher salaries and better working conditions could effectively serve to avoid many of the shortages. It is thought that improvements in the profession would effectively:

- (1) increase the pool of college-bound students considering teaching as a career;
- (2) allow the teacher training institutions to exercise greater selectivity among those seeking admission to programs for teacher preparation;
- (3) improve morale among existing teachers, thus reducing turnover; and
- (4) give employing school districts greater selectivity in choosing qualified teachers.

Recommendations

The Subcommittee on Educational Personnel, after collecting and researching state data, receiving extensive testimony, both oral and written, from individual educators, state education associations and organizations, special interest/advocate groups, representatives of local school districts, and representatives from higher education, makes the following recommendations.

A. Salary and Benefits

It is recommended that the Texas Legislature, through its Foundation School Program, provide a public school finance plan which:

- (1) *restructures* the Texas Public Education Compensation Plan (salary schedule) in such a way that the beginning teacher with no experience receives an entry salary that is sufficient to attract an adequate supply and distribution of competent teachers;
- (2) *compresses* the current Texas Public Education Compensation Plan (salary schedule) in terms of experience steps so that an educator remaining in the profession may reach a viable, competitive salary in less time than is currently required;
- (3) *provides* longevity benefits once the top step in the state minimum salary schedule has been reached by an educator; and
- (4) *includes* a comprehensive fringe benefits package.

Justification: The Texas Public Education Compensation Plan must become competitive with private enterprise for positions requiring college graduates, while alleviating some of the impact of economic inflation. Because of the current lack of competitiveness, fewer individuals are choosing to pursue education as a career and public schools are having greater difficulties in recruiting and retaining those who do.

Compression of the salary schedule might permit an individual to reach a higher, more competitive salary prior to mid-career rather than after mid-career.

Longevity increments and a comprehensive fringe benefits package would collectively add to the competitiveness with private enterprise, while forming a strong retention or holding feature.

B. Staffing

- (1) It is recommended that the Texas Legislature, through its Foundation School Program, establish a special category within the public school finance plan which might include one or more of the following:
 - (a) provision for a source of funding from the state to allow local school districts to develop a program for the selective recruitment of new teachers, the retention of existing teachers, and/or the retraining of existing teachers to meet the specific personnel needs of the particular district;
 - (b) establishment of a statewide funding source for Teacher Education scholarships to attract graduates of Texas high schools who rank in the top 15 percent of their classes; and
 - (c) creation of a low-interest direct student loan program for students preparing to teach in areas of critical need, with provisions for portions of the loan to be forgiven as loan recipients complete years of teaching in the public schools of Texas.

Justification: The surveys of staffing needs and testimonies given by representatives of respective school districts across the state clearly indicate a diversity of staffing needs. Districts who have been successful in recruitment

need assistance in retaining those recruited. Districts having excess personnel in some teaching areas while experiencing shortages in other areas need the flexibility to retrain rather than recruit. Still other districts confronted with less advantageous economic promise and geographical constraints need the capability of recruitment and retention. A state program for Teacher Education scholarships from a reasonably select portion of Texas high school graduates (top 15 percent) coupled with a low-interest direct student loan program for students preparing to teach in areas of critical need will improve both the quality and quantity of the teacher availability pool from which the public schools may select.

- (2) It is recommended that the Texas Legislature, through its Central Education Agency, establish a position-personnel registry system whereby certified education personnel and Texas public school positions available may be registered into a statewide system by contacting one of the twenty regional education service centers.

Justification: Surveys, interviews, and testimonies indicate that teacher shortages experienced by some districts are the result of the distribution of existing certified teachers as well as the general diminishing of the overall supply. Many certified teachers in the available pool are unwilling to accept positions other than in the higher paying, suburban districts. A statewide position-personnel registry system, activated at the regional level, could bring districts with positions available into direct contact with certified personnel seeking positions in a cost-effective manner.

C. Financing of Needed Resources

It is recommended that the Texas Legislature direct the State Board of Education to conduct a comprehensive study of federal, state, and local revenue-generating potential for purposes of financing special resources needed to strengthen public education in Texas. The study should include finance incentives for private enterprise such as federal income and state franchise tax credits, variable pay schedules for differentiated school staffing, and the utilization of the pupil-teacher ratio as a revenue re-distribution procedure. A report of the study shall be formulated and presented as required by law (TEC §11.26(a)(1)).

Justification: A study is needed to examine funding resources as revenues to additional revenue for the strengthening of public education in Texas. The further utilization of traditional approaches to funding for public education needs to be studied in view of alternate potential sources of funding.

Public Hearings and Survey of Districts

Public Hearings

The Subcommittee on Educational Personnel held four public hearings throughout the state to receive comments and suggestions regarding recruitment, hiring and retention of educational personnel. The hearings were held April 15 in Lubbock, May 3 in Dallas, May 4 in Houston, and May 24 in Austin. (See Hearing Inquiries in Appendix C.)

Summary of Hearing Recommendations

Recommendations regarding educational personnel were presented to the Subcommittee on Educational Personnel by individual educators, statewide educator groups, representatives of local school districts, special interest groups and interested citizens. The recommendations were categorized into the following sections:

- (1) Salaries and Benefits
- (2) Recruitment
- (3) Training Programs
- (4) Improved Professional Conditions

(See Appendix D for Summary of Hearing Recommendations.)

Survey of Texas School Districts

The Subcommittee on Educational Personnel surveyed Texas independent school districts, colleges and universities, and education service centers. Responses were received from 402 independent school districts, 41 colleges and/or universities, and two education service centers. The survey questions are shown in Appendix E.

Appendix A

Subchapter A. Certification of Teachers in General

Authority: The provisions of this Chapter 141 issued under Acts 1969, 61st Leg., p. 2735, ch. 889, effective September 1, 1969, as amended (Texas Education Code §13.032), unless otherwise noted.

§141.1 (226.62.01.010). *Purpose.*

The certification of teachers shall provide a means to identify qualified and professionally prepared teachers and other school personnel. The certification shall be in accordance with law.

Authority: The provisions of this §141.1 issued under Acts 1969, 61st Leg., p. 2735, ch. 889, effective September 1, 1969, as amended (Texas Education Code §§13.031 - 13.046).

§141.2 (226.62.01.020). *Classes of Certificates.*

- (a) The following provisions concerning classes of teacher certificates shall be in effect until May 1, 1986:
- (1) All Texas teacher certificates shall be of three classes, provisional, professional, or temporary, and shall be identified as to the level for which the applicant is qualified pursuant to law and rules established by the State Board of Education. These levels are: teacher of young children; elementary; junior high; high school; special subject; all levels; and professional service.
 - (2) Provisional certificates shall be issued to qualified individuals who meet requirements. The certificate identifies the level and area in which the individual is prepared. The provisional certificate shall be permanent and is valid for life unless cancelled by lawful authority.
 - (3) Professional certificates shall be issued to qualified individuals who meet requirements. The professional certificate represents preparation and experience in addition to the requirements of the provisional certificate. It identifies the level and area in which the individual is professionally prepared. The professional certificate shall be permanent and is valid for life unless cancelled by lawful authority.
 - (4) The certificates issued shall be:
 - (A) teacher of young children—ages three through eight;
 - (B) elementary—grades kindergarten through eight inclusive and grade nine if in junior high school;
 - (C) junior high school—grades six through 10, inclusive;
 - (D) high school—grades six to 12, inclusive;
 - (E) special subject—all levels;
 - (F) special education;
 - (G) vocational education; and
 - (H) professional service—areas provided by Foundation School Program law.
 - (5) Temporary certificates shall be issued to qualified individuals who meet requirements identified in Subchapter C of this chapter (relating to Texas Certificates for Aliens), Subchapter J of this chapter (relating to Requirements for Issuance of Texas Certificate Based on Certificates and College Credentials from Other States), Subchapter L of this chapter (relating to Certification for Special Service Positions), or Subchapter N of this chapter (relating to Emergency Teaching Permits, Special Assignment Permits, and Temporary Classroom Assignment Permits). The certificate identifies the level, area, and period of validity.

- (b) Effective May 1, 1986, classes of teacher certificates shall be as follows:
- (1) Classes of certificates. There shall be three classes of teacher certificates: provisional, standard, and professional, excluding vocational certificates.
 - (2) The provisional certificate.
 - (A) A provisional certificate shall be valid for three full years from the date of recommendation by an approved teacher education institution. The recommendation by an institution shall be within one year following completion of the program.
 - (B) Requirements for teachers shall be as follows:
 - (i) completion of a baccalaureate degree;
 - (ii) completion of an approved teacher education program;
 - (iii) recommendation by an approved teacher education institution; and
 - (iv) submission of a satisfactory passing score on a comprehensive examination prescribed by the State Board of Education under the provisions of §141.4 of this title (relating to Testing Requirements).
 - (C) The provisional certificate shall be renewable once for three additional years with the completion of six semester hours from an institution with an approved program in the area of the certificate or assignment.
 - (D) Persons failing to qualify for a renewed provisional certificate may apply in writing to the commissioner of education for an extension not to exceed one year from the date of application.
 - (3) The standard certificate.
 - (A) A standard certificate shall be valid for seven years and shall be renewable.
 - (B) Requirements for the initial standard certificate shall be as follows:
 - (i) possession of a valid provisional certificate;
 - (ii) completion of three years of teaching experience and recommendation by the current or last employing school district;
 - (iii) completion of 12 semester hours of upper division or graduate studies beyond the requirements for the current certificate in an approved teacher education institution; and
 - (iv) recommendation by an approved teacher education institution.
 - (C) Requirements for renewing the standard certificate shall be:
 - (i) possession of a valid standard certificate;
 - (ii) completion of twelve semester hours of upper division or graduate studies beyond the requirements for the current certificate in an approved teacher education institution; and
 - (iii) recommendation by an approved teacher education institution.
 - (4) The professional certificate.
 - (A) A professional certificate shall be valid for life.

- (B) Requirements for the professional certificate for individuals holding the provisional certificate are as follows:
- (i) completion of three years of teaching experience and recommendation by the current or last employing school district;
 - (ii) completion of a master's or doctor's degree in a certification/specialization area from an approved teacher education institution; and
 - (iii) recommendation by an approved teacher education institution.
- (C) Requirements for the professional certificate for individuals holding the standard certificate shall be as follows:
- (i) completion of master's or doctor's degree in a certification/specialization area from an approved teacher education institution; and
 - (ii) recommendation by an approved teacher education institution.
- (5) Persons whose certificates have expired may apply for recertification once at the level of the expired certificate based upon a deficiency plan issued by an approved teacher education institution in accordance with rules of the State Board of Education.
- (6) All persons holding a provisional or professional certificate issued under previous certification requirements will be safeguarded; their certificates will be permanent with no renewal requirements.

Source: The provisions of this §141.2 amended July 1977 to be effective August 18, 1977, 2 TexReg 3393; amended August 1979 to be effective September 5, 1979, 4 TexReg 2928; amended May 1982 to be effective June 4, 1982, 7 TexReg 1999.

APPENDIX B

Subchapter S. Testing Programs

Basic Skills Tests Required for Admission To Teacher Education Programs

§141.422 Operation of Testing Centers.

- (a) Colleges and universities operating approved teacher education programs shall establish and maintain a plan for the administration of the state-adopted basic skills tests which shall be used as a criterion for admission into a Teacher Education Program. Existing testing centers may be used provided they are approved by the Texas Education Agency. Institutions with small enrollments in education may arrange with another institution for joint use of a testing center. Institutions which are close geographically may operate a joint testing center with approval of the Texas Education Agency.
- (b) An application must be submitted to obtain approval to operate a testing center. Only institutions that have approved teacher education programs may apply to operate a testing center. The Texas Education Agency will approve testing centers based upon the review of an application that satisfies guidelines and criteria established by the commissioner of education with recommendations from the commission on standards for the teaching profession. The approval criteria shall include the following:
 - (1) The name of the center director who meets professional qualifications in testing must be provided. The center director shall be responsible for the operation of the center including accurate handling of tests, answer sheets, and other related materials.
 - (2) Proctors shall be assigned during testing sessions at a ratio of at least one to every 30 students.
 - (3) Facilities must be adequate with respect to space, furniture (desks), lighting, heat, and ventilation.
 - (4) Testing rooms must not contain maps, charts, posters, dictionaries, textbooks, or any other materials that might be related to the tests.
 - (5) An assurance must be given that no other test will be administered on the same date at the same time in the same room as the state basic skills tests.
 - (6) Facilities must include a limited-access secure storage area for restricted testing materials.
 - (7) The application shall include a plan which addresses all security measures including names of persons having access to test materials, security during administration of the tests, and security during day-to-day operation of the center. Additional requirements for the security plan may be included in the application.
- (c) The approval to operate a testing center shall remain valid with no renewal required provided that the center complies with all legal requirements and that the center's operation conforms with the approved application. The Texas Education Agency will monitor and inspect testing centers regularly as part of the established team visits to teacher education programs. The commissioner of education may order corrective action, including suspension of the administration of the state basic skills test, for failure to comply with the approved application.
- (d) The testing center shall post an annual testing schedule approved by the Texas Education Agency. This schedule shall be widely disseminated through the school's registration materials. Testing must be scheduled at least twice a year, once in the fall and once in the spring. Additional testing dates may be approved if the need is justified. Procedures for registration in advance shall be established by the center.
- (e) All test scores shall be sent to the Texas Education Agency, to the institution of the individual's choice, and to the individual.

§141.423 *Eligibility to be Tested.*

- (a) Any individual shall be eligible to take the basic skills tests.
- (b) A person who has failed a test may retake the test after four months. An individual who fails any one test three times must apply to the commissioner of education for permission to be retested.

§141.424 *Fees for Testing.*

- (a) A uniform schedule of fees for the basic skills tests will be established by the State Board of Education. The schedule will include fees for testing and for retesting. In establishing fees, the board will consider the following costs:
 - (1) operation of the testing center during the time of administration;
 - (2) purchase of test materials by the center;
 - (3) scoring of the tests; and
 - (4) reporting of test results.
- (b) The current fee structure must be prominently posted annually by each testing center.
- (c) All fees shall be paid to the testing center. Each center's application shall include procedures for handling of fees. These procedures must be approved by the Texas Education Agency.
- (d) Fees shall be paid in advance and there shall be no refunds to persons who cancel or fail to appear. The center director may review the reasons for a person's failure to appear and declare the fee valid for the next scheduled testing date at that center. Procedures for this process must be established by the testing center director.

§141.425 *Test of Basic Skills.*

The Pre-Professional Skills Test by an educational testing service shall be the test of basic skills required as a criterion for admission into an approved teacher education program.

Appendix C

Hearing Inquiries

1. Should local school districts and/or the State of Texas through its Texas Education Agency become active "buyers" in the marketplace by offering attractive financial career incentives to capable high school graduates, especially in areas of critical shortage or high demand?
2. Rather than "head-on" competition with the business sector for graduates in mathematics and sciences, might education in Texas and the business sector jointly benefit from "co-op" teachers (whose educational costs were jointly financed by business and education) by *sharing* such persons in a consulting-teaching cooperative arrangement?
3. What resources/incentives, in addition to upgraded salaries (i.e., health insurance, IRAs, tax-sheltered annuities, sabbatical leaves, 12 months employment, tuition breaks at state-supported schools, etc.), might be considered in order to make professional service in Texas public schools more attractive to capable educators?
4. To what extent should innovative programs between school districts and colleges/universities be developed to re-train/re-certify teachers for areas of critical shortage or high demand?
5. Should the State of Texas through its Texas Education Agency assume the role of coordinating an organized program of *bringing* school district personnel needs, out-of-state teachers seeking positions, and in-state certified personnel seeking positions together through a state-supported service?
6. Should the State of Texas through its Texas Education Agency launch an active "public image" campaign designed to enhance and/or restore public confidence in Texas educators?
7. How can parents, school board members and administrators assist teachers in improving working conditions, e.g., support systems for disciplinary problems?
8. What can be done in the public schools to attract high school students into the education profession?

Appendix D

Summary of Hearing Recommendations

Salary and Benefits

1. The salary level for beginning teachers with a bachelor's degree and no experience must be competitive with the *general range* of salaries that college graduates going into industry are receiving. Estimates suggest a range of \$17,000 to \$22,000 would be competitive.
2. The state should establish a comprehensive state and locally funded fringe benefits package that permits the individual within state and local guidelines to select coverages or benefits tailored to personal needs to include health insurance (with dental coverage if desired), tax-sheltered annuities, IRAs, college/university tuition payment, etc.
3. The state should establish a longevity pay system for public school personnel which would establish monthly or annual longevity rates at strategic time intervals when educators are most prone to leave the profession because of financial pressures.
4. The state should create a program of significant pay differentials for the proposed new classes of certificates and areas of assignment. Consistent with the new classes of certificates being developed in Texas should be a differentiated staffing plan which provides a distinctive salary differential for the *master teacher* who has demonstrated competency in basic skills and proficiency in subject matter area(s), earned the initial recommendation of a college/university, completed three years of successful teaching experience as verified by an employing school district, and completed a graduate degree.
5. The state should develop a revised state salary schedule that compresses the current schedule so that educators reach the top levels sooner and then receive indexed cost-of-living increments thereafter.

Recruitment

1. The state should create a scholarship and loan program for students who will enter college to become teachers and for teachers who will return for re-certification in high demand fields.
2. The state should establish a matching funds category in the state program through which local school districts could jointly fund a program of selective recruitment for new teachers and the retraining of existing teachers to meet the specific personnel needs of a particular district.
3. The Texas Education Agency should establish a "clearinghouse" program whereby individuals with out-of-state credentials are registered with TEA upon contact and a listing is made available throughout the state. A toll-free number for seeking such information from TEA would be available.
4. The state should establish a program of granting free tuition, fees and textbooks for entering undergraduate students whose SAT/ACT scores fall into the upper percentile range and who make a commitment to teacher education training and future service.
5. The state should provide financial incentives for entering college students through a tuition subsidy or waiver and/or a state student loan program similar to that of the NDEA in the post-Sputnik days. Under this program, a student in one of the critical teaching areas would receive a reduction in his/her loan principal for each year of Texas public school service.

6. An out-of-state tuition waiver or subsidy program should be established jointly by the state and local school districts for individuals with out-of-state credentials who must take additional coursework in order to qualify to teach in areas of critical need in Texas.
7. The state should develop a teacher fellowship/scholarship program to attract the most capable high school graduates into teacher education. These funded fellowships/scholarships would be aligned to a program which would require the colleges where these recipients would attend to demonstrate high levels of subject matter competence as well as on-going research development activity with cooperative linkages to public schools. The institution would have to demonstrate a clear-cut commitment to teacher education and a strong track record in its graduates.
8. Career resource materials and career information should be readily available through a state program which coordinates the recruitment efforts of the TEA, school counselors, future teacher groups, colleges and universities, and professional organizations.

Training Programs

1. Specialized training programs for teachers and administrators should be developed throughout the state geared to assist those individuals with the understanding and meeting of the needs of speakers of other languages.
2. The state should consider dropping the Texas and U.S. constitutional government studies requirements for teacher certification, thus facilitating the certification of out-of-state educators.
3. Facilitating provisions for regulated off-campus instruction should be established which provide greater access for individuals undergoing teacher training, re-training and the meeting of new certificate requirements in terms of professional growth. Colleges and universities meeting bona fide needs for teacher training and re-training at field centers should not be penalized through formula funding.
4. Training programs for the initial certification of teachers should deal more directly and extensively with aspects of social and psychological behavior as it relates to discipline in the classroom.
5. An extensive program of applied experiences should be required of all teacher training institutions which would include pre-student teaching experience for a full semester in each and every area of certification and/or endorsement, and a closely supervised time of initial or provisional teaching service.
6. Levels of certification in the state should be closely examined. Requirements for the development of teaching fields, especially for those at the junior high/middle school level, should be re-cast to more realistically and appropriately meet the needs of the student served. The number and level of semester hours completed for the certification should more closely parallel the certificate assignment. In other words, the requirements for teaching fields in junior high/middle school programs should be significantly different from those for the high school level.

Improved Professional Conditions

1. The state program for funding of public schools should provide "seed money" for school districts to develop model programs utilizing extended-contract employment for at least 15 percent of existing instructional personnel in critical shortage areas. This would enable districts to begin to realize greater benefits from existing staff with greater financial compensation for those involved.

2. An organized effort on the part of the state is needed to stabilize the public school curriculum. Factors which tend to fragment the teaching day need to be re-evaluated (resource classes, special services, etc.) and maximum time-on-task afforded to teacher and student for mastering of basic skills and attending to the well-balanced curriculum.
3. A statewide program of upgrading working conditions in categories such as class size (pupil-teacher ratio), duty-free lunch periods, modern facilities, materials and supplies, and teacher aides should be developed.
4. The state should develop a special three-year, on-the-job inservice training program for new teachers (first three years) as a part of their provisional (proposed term certificate) certificate period. The inservice education program could be a combination of in-school training provided by the school district coupled with formal study at colleges and universities.
5. The state should initiate a public information and public relations program which would inform its citizenry of the significant comprehensive measures being taken to improve the quality of Texas education through competency testing of individuals for basic skills prior to admission into a teacher education program, strengthened standards for training, proficiency testing of graduates prior to certification, and the development of new classes of certificates which require continued professional growth. The program should be designed to inform the Texas public of improvement measures being taken and to pinpoint the positive accomplishments in Texas public education as a means of restoring and enhancing public respect for and confidence in its public education system and personnel.

Appendix E

Survey Questions and Recommendations

- A. "What recommendations would you have for directing more capable persons into the teaching profession?"
1. Stabilization of curriculum along with the elimination of factors which tend to fragment the teaching day.
 2. Comprehensive fringe benefits package.
 3. Unified public support for discipline in the classroom from parents, administration and the courts.
 4. Financial incentives for offsetting the initial costs of a teacher education program in colleges/universities.
 5. Active teacher education career encouragement and recruitment by individuals or groups such as school counselors, future teacher associations, other professional organizations, colleges and universities, etc.
 6. Widespread public relations programs designed to restore and enhance public respect for and confidence in educators.
 7. Comprehensive upgrading of working conditions in categories such as class size, buildings, materials and supplies, and teacher aides.
 8. A professional salary schedule consistent with required education and societal responsibilities.
 9. A K-12 identification process for those interested in education.
- B. "How can we keep currently employed, capable teachers in the profession?"
1. Improved programs of educator evaluation and inservice education.
 2. State support for professional growth, career enhancement and certificate renewal requirements.
 3. Establish first year internships with close counseling and supervision.
 4. Improved working conditions, especially in the areas of class size, duty-free lunch periods and support services.
 5. Establishment of quality instruction as the top priority above all else in public schools.
 6. Comprehensive fringe benefits.
 7. A greater role in decision-making by educators, especially teachers.
 8. Careful assignment of teachers to areas for which they are certified and qualified.
 9. Improved salary schedule with five-year career enrichment plateaus.
 10. Strengthened public relations.
- C. "By what method (i.e., merit pay, differentiated staffing, etc.) do we need to improve the current salary schedules for Texas teachers?"
1. Establish a tax-shelter for the Texas Teacher Retirement System contributions.
 2. Create significant pay differentials for proposed new classes of certificates and areas of assignment (differentiated staffing).
 3. Create a state-supported funding plan for assignments to extra-curricular activities.
 4. Establish a state and local funding system for reimbursement of accrued sick leave.

5. Compress the salary schedule so that educators reach the top level sooner with cost-of-living increments thereafter.
 6. State-established salary bonuses for teaching areas of critical shortage and high demand.
 7. Establishment of a merit pay plan for superior performance.
- D. "Do you have any other suggestions for attracting and retraining qualified teachers?"
1. A statewide program of advertising and coordinating of jobs available with trained personnel.
 2. State funding bonuses for higher education institutions producing top quality teachers.
 3. More practical college/university courses which emphasize methodology as well as content mastery.
 4. Establish an education career information center at each Region Education Service Center to work with junior high and high school students and counselors.
 5. Establish a special three-year, on-the-job inservice training program for new teachers (first three years) as a part of their provisional (proposed new term certificate) certificate period. The inservice program could be a combination of in-school training provided by the district and formal study in colleges and universities.
 6. Development of a state-supported continuing education/professional growth voucher system to be earned through unused sick leave every seven years (consistent with proposed standard certificate).

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